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Report of the United Nations High Commissioner for Refugees

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Report of the United Nations High Commissioner for Refugees

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I. Introduction

1. At the end of 2007, there were 11.4 million refugees worldwide, some 26 million people displaced by conflict-related reasons within their own country, and another 26 million displaced by natural disasters.

2. Refugee numbers increased for the second consecutive year in 2007, as did the number of conflict-induced internally displaced people to whom UNHCR extended protection or assistance activities. The causes of displacement are becoming increasingly complex: more and more people are forced to move because of extreme deprivation, environmental degradation and climate change, as well as conflict and persecution.

3. Returning home became a reality for 2.8 million refugees and internally displaced persons (IDPs) in the past year, but the joy of going back was often tempered by enormous challenges. Efforts to support the reintegration of returnees and self-reliance opportunities were frequently cancelled out by a lack of infrastructure or sustainable development measures. The links between relief and development are too often still theoretical, the obstacle on a returnee's way home all too real. The situation for many was further compounded by ongoing or new outbreaks of insecurity, as in areas of Afghanistan, Iraq or Sudan.

4. The complexity of today's displacement goes well beyond the asylum-migration nexus. It is anticipated that many more people will be forcibly displaced in the coming years: some because they are escaping from civil strife caused by climate change. People who flee a country that no longer exists because of rising water levels may well become stateless, and therefore of concern to UNHCR. A primary concern for the international community should be to ensure that people who are displaced as a direct or indirect result of climate change are effectively protected, that their welfare is properly safeguarded, and that they are able to find a lasting solution to their plight.

5. The global rise in the price of staple foods has had an alarming impact on the lives of refugees and IDPs; many of the countries most affected by the rise in food prices are hosting the largest numbers of refugees. Malnutrition and anaemia rates among women and children are on the rise, in particular in protracted situations. The World Food Programme (WFP) is UNHCR's main partner in the food sector and the Office is vigorously promoting the inclusion of refugees and IDPs in national programmes that defend the right to food. Donor appeals are seeking additional resources to buy basic and complementary food, but in the longer term, sustainable livelihood projects and other income-generating possibilities must be strengthened.

6. Across the entire span of UNHCR's operational activities, the need to take security concerns into consideration has added to staff work, responsibilities and costs. Humanitarian access to civilian populations remained restricted in certain zones where security was precarious, and staff were often the targets of violent attacks. Frequently on the frontline of operations, drivers were particularly at risk. In eastern Chad and Sudan, several drivers were kidnapped while delivering humanitarian aid; one UNHCR driver was killed in Chad and three WFP drivers were killed in Darfur, Sudan. In Afghanistan, another UNHCR driver was killed. The terrorist attack on United Nations premises in Algiers in December 2007 killed two UNHCR drivers and wounded another eight staff. More recently, in early summer 2008, the UNHCR's head of office in Mogadishu, Somalia, was kidnapped and at the time of reporting, was still missing.

II. Focus and objectives of the report

7. This report provides an account of the work carried out by UNHCR between January 2007 and mid-2008, in response to the needs of 31.7 million people of concern. It describes major developments with respect to protection, assistance and finding durable solutions for refugees, IDPs, stateless persons and others of concern. The report reviews partnerships and coordination of action with other concerned entities both within and outside of the United Nations system, as well as ongoing contributions towards the debate on irregular, mixed population movements. The report also looks at renewed efforts to tackle the challenge of refugees in protracted situations. An update is provided on progress with structural and management reform measures and on other current management and oversight issues. More detailed information on regional and country operations and on global priorities can be found in UNHCR's Global Report 2007 and Global Appeal 2008 -2009, as well as in the various governance reports presented to the Executive Committee of the High Commissioner's Programme, and its Standing Committee. All of these reports are available at: www.unhcr.org.

III. Populations of concern

8. Table 1 at the end of this report reflects the populations of concern at the end of 2007. For more detailed statistical information, please refer to UNHCR's 2007 Global Trends: Refugees, Asylum-seekers, Returnees, Internally Displaced and Stateless Persons, published on 17 June 2008 and available at: www.unhcr.org/statistics.

9. The number of people forcibly displaced within or outside their country had increased by the end of 2007. Countries particularly affected by large population movements included the Central African Republic, Chad, Colombia, the Democratic Republic of the Congo, Iraq, Kenya, Somalia and Sudan (Darfur). At

the beginning of 2008, there were 31.7 million people of concern to UNHCR worldwide, including almost 11.4 million refugees; some 740,000 asylum-seekers; some 731,000 refugees who repatriated voluntarily; and almost 3 million stateless persons. In addition, approximately 13.7 million IDPs were protected and/or assisted by UNHCR, out of an estimated global total of 26 million IDPs whose displacement was conflict-induced.[1]

10. In 43 industrialized countries worldwide, the number of people seeking asylum in 2007 rose by 10 per cent to 342,300. Iraqi asylum-seekers represented a large portion of this growth. This was the first increase in five years after a 20-year low in 2006, but was half the number of applications recorded in 2001 when over 655,000 people sought asylum.

11. Analysis of refugee statistics has revealed that the vast majority of refugees are hosted by neighbouring countries and more than 80 per cent of refugees remain in the region of origin. Another significant trend has been the increase in the number of refugees living in urban areas.

IV. Protection and operations

A. Major challenges

12. Nearly 2.4 million people were displaced inside Iraq, while Jordan and the Syrian Arab Republic together accommodated an estimated 1.5 million to 2 million Iraqi refugees. These are the largest urban refugee situations UNHCR has ever been involved in and the Office worked to consolidate protection space for their benefit. While conditions prevailing in Iraq were not conducive to promoting or organizing returns, UNHCR remained ready to assist refugees and IDPs willing to return. It also offered to carry out a joint mission with the Government of Iraq to assess the conditions for return.

13. In Africa, the humanitarian crises in Chad, the Democratic Republic of the Congo, Somalia, and Darfur (Sudan) were exacerbated by renewed conflict and insecurity and resulted in further displacement. Fighting in Somalia, particularly in Mogadishu, brought the estimated IDP population to 1 million. UNHCR was able to provide emergency relief assistance in some areas, but insecurity often severely restricted access. In Darfur, a joint African Union/United Nations hybrid peacekeeping operation, approved by the Security Council in July 2007, included a mandate to protect civilians. Another in Chad and the Central African Republic, approved in September, established a multidimensional presence, supported by a European Union protection force. One of its main purposes is to help create the conditions conducive to a voluntary, secure and sustainable return of refugees and

[1] The total figure for "conflict-induced IDPs" was provided by the Internal Displacement Monitoring Centre.

other displaced people, including by contributing to the protection of civilians in danger and by facilitating the provision of humanitarian assistance. Renewed conflict nevertheless made it difficult to improve the serious humanitarian situation, particularly in eastern Chad. Access was restricted and international aid agencies and partners struggled to support those most at risk and respond to the high incidence of sexual violence. With police underequipped to respond to security incidents, numerous rights' violations could not be prevented or redressed effectively.

14. In the Democratic Republic of the Congo, renewed fighting in the east resulted in further displacement, heightened risk and atrocities of extreme brutality, particularly against thousands of women and girls. Preventing and responding to these situations in such an unstable environment posed major problems. Working through the protection cluster, UNHCR supported training initiatives to sensitize troops on their "zero tolerance" obligations towards sexual and gender-based violence (SGBV); set up referral mechanisms in IDP sites where it worked; monitored SGBV cases; and advised IDPs on potential avenues for redress.

15. In Kenya, inter-communal violence following contentious elections in December 2007 displaced some 350,000 people internally. UNHCR dispatched emergency staff and resources to support the inter-agency response to the crisis. In Zimbabwe, the deteriorating political, economic, security, humanitarian and human rights situation resulted in the forced displacement of large numbers of civilians, including asylum-seekers to neighbouring countries, in particular to South Africa.

16. In Afghanistan, the security environment has continued to worsen, creating difficult conditions for returnees and restricting the scope of humanitarian assistance. Tensions in the region and rising costs have caused a number of challenges for Afghan refugees, with the result that higher than expected repatriation figures have been registered in 2008 despite the harsh conditions in Afghanistan. In parallel, there has been a global increase in the number of Afghan asylum-seekers in the first six months of 2008 compared to the same period in 2007.

17. Central to refugee law is the principle of *non-refoulement,* which prohibits any form of forcible removal, whether direct or indirect to a threat to life or freedom. On the whole the principle was respected during the reporting period, including by countries not party to the 1951 Refugee Convention. In Morocco, instructions were issued to law enforcement authorities to respect UNHCR refugee documentation and not to arrest and deport people of concern. This resulted in a significant drop in deportations. Nevertheless, violations of the principle occurred in several countries. Asylum-seekers and even refugees were deported as irregular migrants as part of migration control measures. UNHCR intervened frequently on

behalf of asylum-seekers and refugees threatened with deportation, but could not always prevent expulsion.

18. As a result of large mixed migration flows across the region, in a number of countries in Asia, UNHCR has found it increasingly difficult to exercise its mandate as Governments focus on security concerns related to migration.

19. At sea, the right to seek asylum was jeopardized if shipmasters did not rescue people in distress and when Governments were unwilling to disembark those rescued, including asylum-seekers. Protection responsibilities were relatively clear where people were intercepted in territorial waters, but differences remained over such obligations outside these waters.

20. Refugees and IDPs have been particularly affected by the global rise in food prices as they are highly dependent on humanitarian assistance, including food assistance provided by WFP. They have limited livelihoods and are often confined to camp settings. Some 2 million refugees and 5 million IDPs in some 30 countries depend almost completely on food aid: almost a dozen of these countries have experienced riots due to the increase in prices of staple foods. As an increased proportion of refugees' household income, in particular in urban situations, will need to be spent on food, this comes at the expense of other basic needs, including education. Rising food prices have also resulted in shortfalls in the delivery of food aid in a number of displacement situations.

21. To encourage further engagement in some of the current challenges facing UNHCR and its partners in providing protection and assistance for refugees and other persons of concern to the Office, in December 2007, the High Commissioner held the first of a planned series of annual events in Geneva: a Dialogue on Protection Challenges. The aim was to facilitate open and non-directive discussions between the Office, States and other stakeholders on issues related to protection. The first Dialogue on Protection Challenges addressed some of the problems of assuring protection for people caught up in mixed migration movements which have been growing in scale and complexity in recent years. The next meeting of the High Commissioner's Dialogue in December 2008 will focus on the challenges of protecting and finding solutions for refugees in protracted situations.

22. Back in 2002, UNHCR's Executive Committee approved an Agenda for Protection and a programme of action, following a multilateral consultative process to improve the international protection regime for refugees known as the Global Consultations on International Protection. For the past five years, UNHCR has been reporting on the implementation of the Agenda for Protection through its annual Note on International Protection. To obtain a more comprehensive picture of the different activities and measures taken by States to improve international

protection for refugees, UNHCR has developed a matrix for States and other stakeholders to report on their national and regional performance.

23. Having almost exhausted the list of themes identified for priority consideration as topics of Executive Committee (ExCom) conclusions on international protection under the Agenda for Protection, Executive Committee member States are now considering how to draw up a new plan of action for addressing topics that would merit consideration as ExCom conclusions. In accordance with a decision taken by the Committee at its fifty-eighth session in October 2007, a review of the value and use of ExCom conclusions on international protection was undertaken by an independent consultant, and on the basis of the review report's recommendations, consideration is now being given to the identification and selection of priority themes which would merit the future adoption of a conclusion under a multiyear planning framework. In 2008, the Executive Committee will adopt a General Conclusion on international protection.

B. Refugee protection and durable solutions in the context of international migration

24. In 2007, the first meeting of the High Commissioner's Dialogue focused on the theme of refugee protection and durable solutions in the context of international migration, examining the challenges arising from the mixed movements of migrants and refugees.

25. Some 300 participants, including representatives of 180 States, intergovernmental organizations, the International Red Cross and Red Crescent Movement, non-governmental organizations (NGOs) and experts in refugee and migration issues came together to discuss dilemmas, gaps and a possible way forward. The delegates recognized that there were protection gaps in mixed movements, especially with regard to migrants deemed "irregular" by authorities and who fall outside established protection frameworks but who nevertheless need assistance or other kinds of protection. The participants called for rights-based approaches to address these gaps, placing the human rights and dignity of all migrants to the fore.

26. A series of regional conferences, covering the Gulf of Aden, West Africa, Southern Africa, Asia and Latin America, began in May 2008 and will bring together States and other stakeholders to look at issues specific to each region.

C. Identification, prevention and reduction of statelessness

27. UNHCR seeks to protect the rights of stateless people and to prevent statelessness. Executive Committee conclusion No. 106 on the identification, prevention and reduction of statelessness and the protection of stateless persons,

provides a blueprint for action by States, international organizations and NGOs. The Office has made significant progress in achieving greater consistency in its responses to statelessness worldwide. Activities to prevent and resolve statelessness will form one of the four components of UNHCR's revised budget structure, effective from the 2010-2011 biennium.

28. Common standards between States and adequate legislation are essential to prevent new cases of statelessness and to help resolve existing situations. In 2007, Brazil acceded to the 1961 Convention on the Reduction of Statelessness, bringing the total number of State parties to this Convention to 34, followed in 2008 by the accession of Austria to the 1954 Convention relating to the Status of Stateless Persons, which now has 63 State parties. The Office provided technical advice on nationality and related legislation to a range of States, including Angola, Mexico and Ukraine and, in cooperation with the European Union, trained officials in Kazakhstan, Kyrgyzstan, Tajikistan and Turkmenistan in how to prevent and reduce statelessness. In the Balkans, UNHCR is actively engaged in regional activities aimed at reducing the risks of statelessness for Roma and other related ethnic groups through the enablement of their access to civil registration, and the provision of technical as well as legal expertise to the relevant local and national authorities and governmental bodies.

29. In Bangladesh, the Government confirmed that members of the country's Bihari/Urdu-speaking community, numbering some 250,000 to 300,000 individuals, are citizens. Their rights as Bangladeshi citizens had not previously been recognized following the separation of Bangladesh from Pakistan in 1971. This decision will resolve one of Asia's long running statelessness situations. Statelessness as a result of ineffective or undocumented citizenship is an old problem in Nepal, and 2.6 million people benefited from a massive campaign to issue citizenship certificates. UNHCR conducted an assessment to identify people who had not benefited from this campaign and follow-up measures are to be undertaken with the Government of Nepal in 2008.

D. Global priorities and response

Special projects to improve health, nutrition and the response to sexual and gender-based violence

30. In 2007, an additional USD 15.3 million was allocated to improve health, nutrition and the response to SGBV. Although UNHCR has ongoing health, nutrition and SGBV projects, a critical gap had occurred in some protracted refugee situations because of a lack of funds. This raised the risk of epidemics and poor physical and mental health for many of the refugees. Furthermore, inadequate assistance standards have compromised the protection of women and girls, reducing livelihood and education opportunities and increasing their exposure to

SGBV. A number of special projects to improve health, nutrition and SGBV response in 19 countries were therefore introduced. These included the provision of supplementary food and micronutrients; improvements in antenatal and obstetric care delivery; the provision of malaria medicines and long-lasting insecticide-treated mosquito bed nets; the rehabilitation of infrastructure and equipment; medical and legal assistance to rape survivors; Best Interests Determination procedures for children; and the establishment of safe houses. Most of the project activities have been mainstreamed in the regular annual budget for 2008 to ensure sustainability.

31. In 2008, additional project activities are targeting refugees, IDPs, and stateless people in 18 countries. Activities are carried out with a total budget of USD 7.5 million. By 2009, all operations are expected to have mainstreamed their public health and SGBV projects in their annual budgets.

HIV prevention

32. Refugees, and to some extent IDPs and returnees, have benefited from increasing international recognition of their right of access to national HIV prevention and treatment programmes. They are increasingly being integrated in policies and guidance by the UNAIDS group of cosponsoring agencies. Within the UNAIDS division of labour, UNHCR played a more prominent role in the response to HIV for refugees and conflict-related IDPs. In partnership with other agencies, UNHCR has developed stronger HIV prevention programmes for populations at risk among its persons of concern, including injecting drug users, substance users, and sex workers and their clients. Furthermore, through a concerted effort of all stakeholders engaged in the protection and assistance to people of concern to UNHCR, there is now full coverage of essential HIV prevention interventions in refugee operations where UNHCR is coordinating health, HIV and community services.

Education

33. UNHCR's Education Strategy for 2007–2009 and Guidelines on Safe Schools and Learning Environments have been disseminated to address the main challenges with access to education. The rise of food prices had led to an increase in the level of school dropouts in some countries, especially by girls, who need to spend more time searching for food. To improve the low enrolment and retention rate of girls, special gender interventions have been established, such as the development of a code of conduct for teachers and students; assessment tools; training modules for staff; school feeding programmes; distribution of sanitary napkins; and awareness-raising and scholarship programmes with a link to livelihood support to help families that send their children to school. In

partnership with WFP, UNHCR has distributed general monthly food rations and school feeding programmes for primary education.

34. Special focus is being put on post-primary education opportunities to address the high number of out-of-school youth. Increased efforts have been made to ensure vocational training and non-formal educational opportunities are available. In partnership with the International Labour Organization (ILO), vocational training was provided through the Adolescents-at-risk project in West Africa, and the Albert Einstein German Academic Refugee Initiative (DAFI) Scholarship Programme continued to offer scholarships to over 1,000 young adults for post-secondary education. This programme, which had previously focused mostly on Africa, was extended to Jordan. The Jordanian authorities allowed all Iraqi refugee children to enrol in local schools, regardless of their legal status. UNHCR and partners assisted the most vulnerable children with school uniforms and stationery and helped the Government to expand the education capacity.

35. Access to and continuity of education throughout all phases of displacement and common minimum standards for education are promoted in partnership with the Inter-agency Network for Education in Emergencies, Chronic Crises and Reconstruction (INEE), which includes humanitarian and developmental agencies such as the United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Bank, the International Rescue Committee, the Norwegian Refugee Council, the Christian Children's Fund, CARE and Save the Children.

E. Emergency preparedness and response

36. In the past year, UNHCR has strengthened its capacity to respond to emergencies affecting up to 500,000 people, including through its inter-agency commitments and responsibilities for IDPs. The Office's Central Emergency Stockpile (CES) was made ready to respond to almost all the needs of up to 500,000 people. All stockpile targets were met with the exception of lightweight tents. The CES was replenished systematically during the reporting period.

37. Significant progress was made in setting up and testing new alert mechanisms in collaboration with other United Nations and humanitarian agencies and the European Union. Such mechanisms improve awareness of potential crisis situations, which leads to better decision making and more timely preparedness measures.

38. UNHCR's rapid emergency budget makes quick action possible at the onset of an emergency. This flexible funding mechanism was used in the Democratic Republic of the Congo, Ethiopia, Kenya and Somalia to deploy staff and supplies and to organize airlifts before standard operational budgets could be activated. The

number of staff ready to be deployed if an "exceptional state of mobilization" were declared was increased to 300, of whom 175 were UNHCR staff. Other staff could be mobilized if required through agreements with standby partners.

39. In the reporting period, UNHCR was also called upon to help people displaced by natural disasters. Fifteen thousand tents were released from stocks to provide shelter to up to some 75,000 people who lost their homes in the devastating earthquake in Sichuan Province in China, in May 2008. That same month, the Office dispatched plastic sheets, mosquito nets, kitchen sets and shelter supplies to Myanmar, where these items were distributed by local organizations to the victims of Cyclone Nargis. In 2007, under the joint United Nations relief effort, UNHCR assisted Afghan refugees and the host population in south-western Pakistan, affected by severe flooding.

Safety and security

40. A review of the compliance rate with the United Nations minimum operating security standards (MOSS) showed that 95 per cent of all offices act in accordance with these standards. Offices that did not were mainly either newly opened premises or offices located in countries where the MOSS table had been changed. The bombing of United Nations premises in Algiers in December 2007 killed 17 people, including 2 UNHCR staff, injured some 40 others, and caused serious damage to premises and property. In response, the Office has undertaken a global assessment of offices, focusing on vulnerability to threats from explosions. In addition to including these threats in some country MOSS tables, UNHCR has decided to address such concerns across all operations in view of the global nature of terrorism. Once finalized, the report on this assessment will provide recommendations and determine resource requirements for a global response. It will also consider measures as renovation/strengthening of offices, relocation or co-location of offices where applicable.

F. Environment

41. The presence of refugees and IDPs can have an adverse impact on the environment, especially when large displaced populations are concentrated in ecologically fragile areas and have to share scarce resources such as firewood and water. Over the years, UNHCR has introduced and consistently supported programmes aimed at mitigating the environmental impact and at promoting adaptable solutions for displaced populations in resource-scarce locations. The use of renewable energy for cooking and lighting, energy-efficient stoves, and the promotion of environmentally friendly shelter construction to reduce firewood consumption and avert deforestation are examples. Formal and non-formal environmental education and awareness projects are included in many UNHCR programmes.

42. With ongoing repatriation in many UNHCR operations, environment rehabilitation after camp closure has been increasingly supported in partnership with local authorities to sustain the willingness of the host country to provide asylum and the livelihoods of the host community, which is often poor and dependent on natural services for their subsistence. In 2007 and 2008, the Office supported a major environmental effort to plant and care for 18 million trees in areas affected by human displacement. With climate change high on the agenda, more focus has been placed on adaptation and mitigation measures of associated impacts to our operations.

G. Mainstreaming age, gender and diversity considerations

43. UNHCR's age, gender and diversity mainstreaming (AGDM) strategy is aimed at ensuring gender equality and equal enjoyment of rights, regardless of age, gender or background. By the end of 2007 more than 100 country operations had completed the AGDM roll-out, the AGDM strategy had been incorporated in a number of the Office's key operational guidelines and instructions, the country programmes have reflected the findings of the participatory assessments and the AGDM Accountability Framework had been launched globally. Notwithstanding the significant progress to date, a number of challenges persist. UNHCR has subsequently developed a three-year AGDM ACTION Plan, which comprises concrete activities in six thematic areas that have been identified as requiring specific attention. One of the key goals of the next phase of implementation is to entrench the strategy more comprehensively in the organization, resource the priorities in this area to the extent possible and expand and deepen partnerships.

V. Durable solutions

44. During the reporting period, notable progress was made in achieving the three durable solutions: voluntary repatriation; local integration and resettlement.

A. Voluntary repatriation

45. An estimated 2.8 million refugees and IDPs returned home in 2007, most of them with assistance from UNHCR. Major repatriation operations were concluded in Angola and Liberia, with 12,000 and 44,000 returnees respectively. However, the Liberian repatriation was relaunched in April 2008 and it is expected that an additional 12,000 people may return home before the end of the year. Some 214,000 people went back to Southern Sudan from six neighbouring countries and from other parts of Sudan. UNHCR signed a tripartite agreement with the Governments of Mauritania and Senegal, facilitating the repatriation of some 24,000 Mauritanians who have been in Senegal since 1989. Repatriation started early in 2008.

46. Even though in 2007 some 374,000 Afghan refugees returned home from the Islamic Republic of Iran and from Pakistan, it has become increasingly apparent that large-scale repatriation to Afghanistan is no longer an immediate option. The deteriorating security situation in some areas and limited absorption capacities hamper the sustainability of returns. Some 3 million refugees remain in these two asylum countries. Their profile is rather different from those that have returned to Afghanistan in previous years, the great majority of whom have lived in exile for more than 20 years. Half of the registered Afghan population in the Islamic Republic of Iran and Pakistan was born in exile.

B. Local integration

47. In Africa, there have been some welcome developments in finding solutions for refugees in protracted situations. The Government of the United Republic of Tanzania has commenced the naturalization of a group of 172,000 Burundian refugees who have been living in the "Old Settlements" in the country since 1972. The Economic Community of West African States (ECOWAS), UNHCR and the Governments of Liberia, Nigeria and Sierra Leone have concluded an agreement on local integration for the remaining Liberian and Sierra Leonean refugees in Nigeria. In other countries where large repatriation operations have been completed, UNHCR is encouraging Governments to consider the possibility of offering local integration for the remaining refugees. In Armenia, a census undertaken during 2005 – 2007, currently pending final verification, has identified that the vast majority of Azeri refugees in the country have been naturalized. Additionally, the Government of Serbia has assisted more than 200,000 refugees to be naturalized in Serbia since the mid-1990's.

48. In Central Asia, some 8,500 people in a statelessness-like situation have been registered by the Turkmen authorities and are in the process of being either naturalized or given residence permits. A project proposal to provide legal stay and local integration for some 1,000 long-staying Afghan refugees has been submitted to the Government of Tajikistan and is currently under review by an inter-ministerial working group. In India, the authorities agreed to waive certain procedural requirements for long-staying Hindu and Sikh refugees from Afghanistan in order to pave the way for their naturalization.

C. Resettlement

49. For the first time in 20 years, UNHCR's resettlement submissions have exceeded the 70,000 places made available by States, with the number of submissions in 2007 having increased to almost 99,000. The number of departures also rose to some 50,000. The Office is now concerned that there are significantly more people in need of resettlement than there are places available. It is estimated that some 155,000 refugees are in need of resettlement in 2008. Although

resettlement countries have not yet announced significant increases in their targets, progress has been made in expanding the number of countries involved in resettlement. During the reporting period 11 countries announced that they would undertake resettlement. At present only a minority of European Union Member States have resettlement programmes, which account only for a total of around 6 per cent of all resettlement places available worldwide. In 2008, several resettlement meetings involving the European Commission, Member States and UNHCR have been held, increasing momentum on resettlement in the European Union and engaging countries not yet involved in resettlement.

50. An unprecedented resettlement activity took place as a response to the crisis in Iraq. Over 36,000 people were referred in the reporting period, including Palestinians who had been living in Iraq. In May 2008, 108 Palestinian refugees from the border area between Iraq and the Syrian Arab Republic were welcomed in Chile under the solidarity resettlement programme of the Mexico Plan of Action. Brazil had accepted 103 Palestinians from the same area in 2007, and recently, Norway, Iceland and Sweden have accepted several hundred more for resettlement.

51. By far the largest resettlement activities have taken place from Asia, using group processing methodology. In 2007, some 30,000 refugees from Myanmar were referred from Thailand, and another 10,000 from Malaysia. Resettlement of refugees from Bhutan has also started, with the referral of 7,500 refugees who had been in camps in Nepal since 1991. In each of these cases, resettlement has been used strategically, not only to help solve a protracted refugee situation, but also to open the possibility of other durable solutions for the remaining caseload.

52. Guided by Executive Committee Conclusion No. 105 on Women and Girls at Risk, the Office has set a target of at least 10 per cent of all resettlement submissions for refugee women and girls in this category. The number of women and girls at risk submitted for resettlement increased to 6,000 in 2007. however only 2,500 were able to depart.

53. An additional challenge with regard to resettlement is the lengthy processing time, which, not infrequently, takes more than two years. Extended and/or unpredictable waiting periods can have a serious detrimental impact on the wellbeing and safety of refugees, and may compromise the protection role and strategic use of resettlement.

54. The temporary evacuation of refugees facing immediate and life-threatening risk to an emergency transit centre in Romania is expected to reduce the pressure on the few countries that offer places for emergency resettlement. The refugees in the centre will be submitted for onward resettlement. An agreement between the Government of Romania, UNHCR and the International Organization for Migration was signed in May 2008 and a similar agreement is under negotiation

with the Philippines. Also in May, UNHCR, the Palestine Liberation Organization and the Government of Sudan signed a statement on the humanitarian relocation to Sudan of 2,000 Palestinian refugees who had fled Baghdad and were stranded in the border areas between Iraq and the Syrian Arab Republic.

VI. Partnerships and coordination

55. UNHCR took an active approach in respect of the United Nations reform process, in particular in the area of inter-agency cooperation. By June 2008, the Office was engaged in 28 separate operations on behalf of IDPs, 14 of which are using the collaborative cluster approach. The Office seeks to be a reliable partner within this effort, which is built around the comparative strengths and operative advantages of the respective agencies and is held together by mutual commitment. Through the Inter-Agency Standing Committee, UNHCR has helped to develop policy and guidance on the humanitarian reform process, which, in addition to the cluster approach, includes the Central Emergency Response Fund and the Humanitarian Coordinator System. Other inter-agency efforts include: mine action, housing and property restitution, information management, environmental issues and education.

56. UNHCR is strongly committed to the Global Humanitarian Platform (GHP), which brings together the three families of the humanitarian community: NGOs, the Red Cross and Red Crescent movement, and the United Nations and other inter-governmental organizations on an equal footing. The overall goal is to enhance the effectiveness of humanitarian response by strengthening partnerships at the global and field levels based on the five principles of partnership, namely: equality, transparency, result-oriented approach, responsibility and complementarity. The GHP is a forum for collaborative and creative thinking on strategic topics such as humanitarian space and capacity building.

57. In 2007, UNHCR intensified its cooperation with the United Nations Development Group on a number of policy and operational issues, in particular in relation to the Delivering as One initiative. This included participation in the United Nations country teams in five of the eight pilot countries: Albania, Mozambique, Pakistan, Rwanda and the United Republic of Tanzania. The United Nations agencies and the Governments concerned have agreed to establish a common programme, operational plan, budgetary framework, and a country-based funding mechanism to cover financial gaps. The Delivering as One initiative is anchored in the development area of work of the United Nations, and UNHCR's engagement will remain limited to its activities that are development-related.

58. Bilateral cooperation is a key feature. The Office has been working closely with WFP in more than 30 field operations on food assistance, joint assessments and surveys, as well as on special nutrition projects and joint appeals. Other

United Nations organizations with which UNHCR has collaborated in particular, include: OHCHR, OCHA, UNICEF, FAO, UNDP, UNFPA, UN-Habitat, UNAIDS, UNV and UNRWA. During the reporting period, the Office also maintained effective relations with a range of other organizations, including the Red Cross and Red Crescent movement; the World Bank, the International Organization for Migration; the International Parliamentary Union and different regional organizations. UNHCR maintains strong relations with the various institutions of the European Union.

59. In 2007, one fifth of UNHCR's budget was channelled through non-governmental organizations (NGOs), which made up the largest groups of partners of the Office. UNHCR signed 629 agreements with international NGOs and 467 with national ones to implement project in different sectors. Partnership was the theme of the 2007 Annual NGO consultations, bringing together 162 NGOs, United Nations and other organizations to discuss refugee protection. The High Commissioner's Dialogue on Protection Challenges in December 2007 was also attended by several national NGOs working with migrants. The informal set-up of the event meant that NGOs, States and experts participated on equal footing, which was particularly appreciated by the NGOs.

60. In April 2008, ECOSOC elected four new members to the Executive Committee of the High Commissioner's programme: Benin, Luxembourg, Montenegro and The former Yugoslav Republic of Macedonia. This brought the total number of member States to 76.

VII. Management and oversight of programmes

A. Structural and management change

61. UNHCR remains engaged in its structural and management change process, which commenced in February 2006 with the aim of enhancing the organization's responsiveness to the needs of its beneficiaries by channelling more of its resources into operations, reducing expenditures on administration and Headquarters costs, and locating staff and services where they are most effective. This has involved reviewing and realigning structures and processes, as well as workforce and implementing arrangements. During the reporting period, concrete steps were taken to streamline UNHCR's Headquarters structure.

62. Following a feasibility study and a review process with internal and external stakeholders, in June 2007 UNHCR outposted a number of its administrative and support functions to a Global Service Centre in Budapest. The Personnel Administration and Payroll Section; the Postings Unit of the Recruitment and Postings Section; the Finance Section; and most units of the Supply Management Service have been outposted. At 1 May, 140 staff were employed at the Global

Service Centre in Budapest, of whom 92 were local staff. Following the initial investment required to establish the new administrative centre, the savings from the move are expected to be in the range of USD 10 million a year.

63. Measures to help the 93 Geneva-based general service staff whose posts were discontinued as a result of the outposting included priority consideration for other posts, a voluntary separation package, facilitated entry into the international professional category and enhanced career guidance in the search for a new job.

64. In parallel with the outposting, UNHCR is strengthening its Supply Management Service, both in Budapest as in the global supply platforms in Beijng, Dubai and Pretoria.

65. The Office committed itself to a process of decentralization and regionalization, moving support functions and delegating increased authority to the field. The framework for decentralization and regionalization, approved in June 2007, set out models for regional structures, to be used flexibly in response to conditions on the ground. The framework also identified groups of countries to be serviced by these structures by 2010. The aims of regionalization are to bring decision making and support as close as possible to the point of delivery.

66. Alongside structural changes, the Office has worked to streamline and simplify its processes. A revised resource allocation framework was introduced and the redesigned budget structure will also enhance field-level inter-agency collaboration.

67. Changes thus far implemented have allowed the organization to channel more of its resources to the Field. In 2007, for example, spending on operations was 20 per cent higher compared to 2006, with the same amount spent in dollar terms on staff cost as that previous year. As decentralization and regionalization proceed, UNHCR will identify additional opportunities to streamline its Headquarters. The results-based management software *Focus*, which is being rolled out globally, will further streamline the planning and reporting process while enhancing the organization's overall accountability for results.

68. The first annual global staff survey was administered in late 2006, and results were shared with staff in 2007. The survey prompted the High Commissioner to call for better internal communication, more transparency in senior management and improvements in the current appointments, promotion and posting systems. A second staff survey was launched in July 2008, and its results will allow the Office to measure progress against the benchmarks established in 2006.

B. Budget and resource allocation framework

69. The Executive Committee approved UNHCR's first biennial budget for 2008-2009 at its fifty-eighth session. Following extensive consultation with member States, a revised budget structure was approved as of the 2010-2011 biennium at the 41st meeting of the Standing Committee. This new structure consists of four distinct components: (i) Global Refugee Programme; (ii) Global Statelessness Programme; (iii) Global Reintegration Projects; and (iv) Global IDP Projects. The Results-based Management Framework is part of the new structure which will allow UNHCR to develop a comprehensive analysis of achievements worldwide and strengthen its capacity to report its results.

70. In response to concerns raised in a number of internal and external reviews, a revised framework for resource allocation and management was issued in July 2007. This framework allows a range of senior managers to reallocate funds and staff in response to changing operational needs. A new budget internal control framework makes sure that UNHCR implements effective budgetary controls, while applying the new resource allocation framework. The Management Systems Renewal Project (MSRP) will support the procedural changes introduced by these new frameworks. This is expected to yield additional workforce economies over time.

71. There is a contradiction between the current budget and funding situation, which is based on the estimate of donor contributions, and the resources needed to protect and assist people of concern to the Office. To address this, UNHCR launched a Global Needs Assessments Initiative. Data gathered in eight pilot countries highlighted the complexities involved, including political constraint and lack of access to some people of concern. While the Office needs to further analyse the information, the gaps identified so far showed that the examined programmes had an estimated combined shortfall of USD 48 million. UNHCR proposes to add that amount to the 2009 budget that was approved in October 2007.

C. Financial management

72. The total requirements for 2007 amounted to USD 1,484.4 million, comprising USD 1,067.9 million for the Annual Programme Budget and USD 416.7 million for 19 Supplementary Programme Budgets. The funding level of the Annual Programme Budget was 101 per cent (compared to 84 per cent in the previous year) and for the Supplementary Programme Budget it was 90 per cent (77.5 per cent in 2006). This is attributable mainly to strong donor support resulting in higher contributions and a carry-over from 2006. Efficient planning and management allowed UNHCR to meet ambitious goals to help protect and find solutions for millions of refugees and IDPs, implementing 98 per cent of its

budgeted programmes. As in 2006, UNHCR benefited from favourable exchange rates in 2007.

73. For 2008, the Executive Committee approved a total Annual Programme Budget of USD 1,096.1 million. By mid-June 2008, the budget for Supplementary Programmes stood at USD 577.2 million. Donor response at the December 2007 Pledging Conference confirmed a sustained commitment for 2008, with an increase of 25 per cent in pledges compared to the previous year. However, many of the planning assumptions for calculating the budget have changed during the past year, in particular the significant decline in the relative value of the US dollar to most other currencies. UNHCR's budget is in US dollars and the rates for non-US dollar currencies for the 2008 budget established in March 2007 no longer corresponded to prevailing market rates. Income and expenditure targets have also shifted, as has the underlying basis for calculating existing costs. In the first half of 2008, the Office therefore needed to adjust its budget to create the necessary budgetary space to absorb some of the budgetary exchange losses. At the 42nd meeting of the Standing Committee, a budgetary increase of USD 77.1 million to be allocated through the Operational Reserve was approved.

D. Oversight and audit

UNHCR audit service

74. The United Nations Office of Internal Oversight (OIOS) provides internal audit services to UNHCR. From 1 July 2007 to 30 June 2008, the UNHCR Audit Service issued 11 Audit reports on field operations and 2 concerning Headquarters. The reports included 201 recommendations to improve internal controls, governance processes and organizational efficiency and effectiveness. The audits focussed in particular on the following areas: programme management, including implementing partners; procurement and asset management; human resources management; travel and transportation; and safety and security.

Inspection and investigation

75. Following a review of the organization and working methods of the Inspector General's Office (IGO), on 1 January 2008 the Inspection and Investigation sections were merged to create an Inspection and Investigation Service. In 2007, 14 standard inspections were carried out covering 18 countries and operations ranging from large and complex ones, such as the Democratic Republic of the Congo, Sri Lanka and Sudan, to smaller offices in Europe and Central America. The inspections resulted in 261 recommendations and the IGO prioritized follow-up action with regard to: the review and updating of operational strategies; the issue of under-estimation of and under-investment in operational partnerships; the need for a more systematized approach to sexual and gender-

based violence, in particular in complex operations; the improvement of gender balance in staffing: and the need to improve living and working conditions for staff in the deep field.

76. With regard to investigations, in 2007, 118 cases of alleged misconduct by staff were registered: a 19 per cent increase compared to the previous year. Priority was given to investigating cases of misconduct that directly affected beneficiaries (38 per cent), particularly in relation to resettlement, refugee status determination and material assistance. Sixteen per cent of the registered cases related to harassment and abuse of power. A notable development has been the doubling of complaints from UNHCR staff, refugees and asylum-seekers compared to 2006. The complaints do not pertain to misconduct, but to staff issues and access to protection, assistance and security functions. More effective measures are needed so that these grievances can be addressed by offices in the Field and the IGO will give special attention to this in the 2008 inspections.

VIII. Conclusion

77. The changing dimensions of challenges across the world are stretching humanitarian resources and response capacity more than ever before. UNHCR's recent moves to measure total global needs of populations of concern are revealing that the resources made available to the Office cover barely half of the most basic requirements.

78. The need to find new criteria, strategies and solutions in managing the burgeoning environmental and humanitarian crises on a planetary scale is an inescapable responsibility today. For UNHCR and the United Nations at large, this includes finding the right balance in partnership with others, whether through each actor's own specific mandate; bilateral or multilateral collaboration such as the cluster approach; the Delivering as One initiative; or via other coordination mechanisms. And as a number of UNHCR's Executive Committee members have observed, there is no "one size fits all" approach.

79. Joint guidelines, lessons learned and legislative instruments must be constantly developed and strengthened in order to raise the standards and delivery of protection for displaced people across the world. However, in the longer term, solutions will depend on increasing resilience amongst affected populations, as well as building consensus and solidarity amongst States to support the growing numbers of men and women, girls and boys, who are forced to leave home and rebuild their lives elsewhere.

Table 1. Refugees, asylum-seekers, internally displaced persons (IDPs), returnees (refugees and IDPs), stateless persons, and others of concern to UNHCR by country/territory of asylum, end-2007

Data are provisional and subject to change. Table established: 3 June 2008

	REFUGEES										
Country/territory of asylum[1]	Refugees[2]	People in refugee-like situations[3]	Total refugees and people in refugee-like situations	*Of whom assisted by UNHCR*	Asylum-seekers (pending cases)[4]	Returned refugees[5]	IDPs protected/ assisted by UNHCR, incl. people in IDP-like situations[6]	Returned IDPs[7]	Stateless persons[8]	Various[9]	Total population of concern
Afghanistan	42	-	42		4	373,856	153,718	8,012	-	-	535,632
Albania	77	-	77	77	22	2	-	-	-	-	101
Algeria[10]	94,137	-	94,137	90,049	1,597	1	-	-	-	-	95,735
Angola	12,069	-	12,069	4,760	2,921	12,017	-	-	-	-	27,007
Argentina	3,263	-	3,263	409	1,087	-	-	-	-	-	4,350
Armenia	4,566	-	4,566	3,125	98	-	-	-	-	-	4,664
Australia	22,164	-	22,164	-	1,516	-	-	-	-	-	23,680
Austria	30,773	-	30,773	-	38,442	-	-	-	472	-	69,687
Azerbaijan	2,352	-	2,352	2,352	75	-	686,586	-	2,078	431	691,522
Bahrain	-	-	-	-	35	-	-	-	-	-	35
Bangladesh	27,573	-	27,573	26,722	53	-	-	-	-	-	27,626
Belarus	649	-	649	255	10	-	-	-	8,025	2,416	11,100
Belgium	17,575	-	17,575	-	15,247	-	-	-	468	-	33,290
Belize	358	-	358	99	2	-	-	-	-	-	360
Benin	7,621	-	7,621	7,621	536	-	-	-	-	-	8,157
Bolivia	632	-	632	263	162	-	-	-	-	-	794
Bosnia and Herzegovina	7,367	-	7,367	1,801	627	3,092	130,984	4,516	-	-	146,586
Botswana	2,465	-	2,465	2,357	4	-	-	-	-	473	2,942
Brazil	3,783	17,000	20,783	2,317	427	-	-	-	-	-	21,210
Bulgaria	4,836	-	4,836	-	1,012	-	-	-	-	-	5,848
Burkina Faso	535	-	535	535	598	-	-	-	-	-	1,133
Burundi	24,468	15	24,483	24,177	7,531	39,817	-	-	-	-	71,831
Cambodia	179	-	179	178	239	-	-	-	-	-	418
Cameroon	60,137	-	60,137	60,137	2,157	3	-	-	-	-	62,297
Canada	175,741	-	175,741	-	37,513	-	-	-	-	-	213,254
Central African Rep.	7,535	-	7,535	1,329	1,970	18	197,000	5,000	-	-	211,523
Chad	294,017	-	294,017	280,395	48	41	178,918	-	-	-	473,024
Chile	1,376	-	1,376	1,376	518	-	-	-	-	-	1,894
China	301,078	-	301,078	139	70	1	-	-	-	22	301,171
Colombia[11]	168	-	168	46	88	14	3,000,000	-	11	-	3,000,281
Comoros	-	-	-	-	-	-	-	-	-	-	-
Republic of Congo	38,472	-	38,472	24,904	4,793	153	-	-	-	-	43,418
Costa Rica	11,604	5,586	17,190	11,604	511	-	-	-	-	-	17,701
Côte d'Ivoire	24,647	-	24,647	24,647	1,784	27	709,048	180	-	-	735,686
Croatia	1,642	-	1,642	1,642	54	2,137	2,873	1,102	18	-	7,826
Cuba	615	-	615	475	14	8	-	-	-	-	637
Cyprus	1,194	-	1,194	3	11,892	-	-	-	-	-	13,086
Czech Rep.	2,037	-	2,037	2,037	2,186	-	-	-	-	-	4,223
Dem. Rep. of the Congo	177,390	-	177,390	2,869	100	59,835	1,317,879	1,000,000	-	-	2,555,204
Denmark	26,788	-	26,788	-	560	-	-	-	796	-	28,144
Djibouti	6,651	-	6,651	6,378	487	-	-	-	-	-	7,138
Ecuador	14,903	250,004	264,907	14,907	27,414	1	-	-	-	-	292,322
Egypt	97,556	-	97,556	27,556	14,585	-	-	-	74	-	112,515
El Salvador	39	-	39	7	5	-	-	-	-	-	44
Equatorial Guinea	-	-	-	-	-	3	-	-	-	-	3
Eritrea	5,031	11	5,042	5,042	2,019	-	-	-	-	-	7,061
Estonia	18	-	18	-	6	-	-	-	110,248	-	116,272
Ethiopia	85,183	-	85,183	85,183	185	27	-	-	-	-	85,395
Fiji	-	-	-	-	1	-	-	-	-	-	1
Finland	6,204	-	6,204	-	721	-	-	-	68	-	6,993
France	151,789	-	151,789	-	31,051	-	-	-	948	-	183,788
Gabon	8,826	-	8,826	8,826	4,260	-	-	-	-	-	13,086
Gambia	14,895	-	14,895	9,327	2	1	-	-	-	-	14,898
Georgia	1,047	-	1,047	1,047	10	-	273,193	-	1,340	-	275,590
Germany	578,879	-	578,879	-	34,063	-	-	-	9,091	-	622,033
Ghana	34,958	-	34,958	34,958	444	-	-	-	-	-	35,402
Greece	2,228	-	2,228	-	28,463	-	-	-	108	-	30,799
Guatemala	379	-	379	-	2	-	-	-	-	-	381
Guinea	25,226	-	25,226	25,226	4,025	-	-	-	-	-	29,251
Guinea-Bissau	7,860	-	7,860	7,860	343	-	-	-	-	-	8,203
Haiti	1	-	1	-	1	-	-	-	-	-	2
Honduras	22	-	22	-	21	-	-	-	-	-	43
Hong Kong SAR, China	97	-	97	94	1,924	-	-	-	-	-	2,021
Hungary	8,131	-	8,131	8,131	1,565	-	-	-	241	-	9,937
Iceland	49	-	49	-	35	-	-	-	1	-	85
India	161,537	-	161,537	11,406	2,429	-	-	-	-	-	163,966
Indonesia	315	-	315	315	211	-	-	-	-	-	526
Iraq	42,354	-	42,354	42,354	2,413	45,420	2,385,865	36,000	130,000	-	2,642,052
Ireland	9,333	-	9,333	-	4,400	-	-	-	-	-	13,733
Islamic Rep. of Iran	963,546	-	963,546	963,546	1,188	9	-	-	-	-	964,743
Israel	1,158	-	1,158	1,158	5,782	-	-	-	-	-	6,918
Italy	38,068	-	38,068	-	1,500	-	-	-	886	-	40,454
Japan	1,794	-	1,794	225	1,515	-	-	-	1,717	-	5,026
Jordan[12]	500,281	-	500,281	51,304	367	1	-	-	9	-	500,658
Kazakhstan	4,285	-	4,285	567	70	-	-	-	7,856	-	12,211
Kenya	265,729	-	265,729	265,729	5,765	1	-	-	100,000	-	371,495
Kuwait	159	38,000	38,159	769	701	-	-	-	91,000	-	129,860

Country/territory of asylum[1]	REFUGEES					Returned refugees[5]	IDPs protected/ assisted by UNHCR, incl people in IDP-like situations[6]	Returned IDPs[7]	Stateless persons[8]	Various[9]	Total population of concern
	Refugees[2]	People in refugee-like situations[3]	Total refugees and people in refugee-like situations	*Of whom assisted by UNHCR*	Asylum-seekers (pending cases)[4]						
Kyrgyzstan	370	353	723	*723*	715				9 480		10 918
Lao People's Dem. Rep.	-	-	-		-						-
Latvia	29	-	29	-	15		-		372 622		372 666
Lebanon	50 266	71	50 337	*10 080*	582		70 000	130 000			250 919
Lesotho	-		-		-						-
Liberia	10 456	8	10 464	*5 040*	95	44 359					54 920
Libyan Arab Jamahiriya	4 098		4 098	*4 098*	2 777						6 875
Liechtenstein	283		283	-	14						297
Lithuania	688		688	-	29				5 900		6 617
Luxembourg	2 737		2 737	-	38				154		2 929
Madagascar	-		-		-						-
Malawi	2 929		2 929	*2 929*	6 782						9 711
Malaysia	32 243	415	32 658	*32 243*	6 851				40 001	61 314	140 824
Mali	9 203		9 203	*9 203*	1 910						11 113
Malta	3 000		3 000	-	861						3 861
Mauritania	971	29 500	30 471	*486*	25						30 496
Mauritius	-		-		-						-
Mexico	1 616		1 616	*134*	49						1 665
Micronesia (Federated States of)	2		2	-	-						2
Moldova	151		151	*151*	79				1 663		1 893
Mongolia	5		5	*5*	3				75		83
Montenegro[13]	8 528		8 528	*8 528*	2		16 155	137			24 822
Morocco	786		786	*786*	671						1 457
Mozambique	2 767		2 767	*1 458*	4 161	1					6 929
Myanmar	-		-		-		67 290		723 571		790 861
Namibia	6 525		6 525	*6 525*	1 205	53					7 783
Nepal	128 181	2 500	130 681	*108 027*	1 633		50 000	50 000	800 000	141	1 032 455
Netherlands	86 587		86 587	-	5 840				4 461		96 888
New Zealand	2 740		2 740	-	176						2 916
Nicaragua	184		184	*26*	25						209
Niger	319		319	*198*	19						338
Nigeria	8 460		8 460	*8 460*	700	110					9 270
Norway	34 522		34 522	-	6 677				231		41 430
Occupied Palestinian Territory			-			23					23
Oman	7		7	*7*	41						48
Pakistan[14]	887 273	1 147 750	2 035 023	*887 273*	3 125	6					2 038 154
Panama	1 890	15 000	16 890	*3 684*	530				2		17 422
Papua New Guinea	10 003		10 003	*2 501*	9						10 012
Paraguay	62		62	*62*	14						76
Peru	995		995	*162*	540						1 535
Philippines	106		106	*13*	31					165	302
Poland	9 790		9 790	-	5 940				74		15 804
Portugal	353		353	-	-						353
Qatar	46		46	*46*	44						90
Rep. of Korea	118		118	*95*	1 155						1 273
Romania	1 757		1 757	*268*	166				257		2 180
Russian Federation	1 655		1 655	*1 655*	3 080	280	189 214	1 141	51 299	2 893	249 599
Rwanda	53 577		53 577	*53 577*	728	9 501					63 806
Saint Lucia	-		-	-	3						3
Sao Tome and Principe	-		-		-						-
Saudi Arabia	240 742		240 742	*742*	293				70 000		311 035
Senegal	20 421		20 421	*20 421*	2 536						22 959
Serbia	97 995		97 995	*97 995*	12	865	226 350	1 631			326 853
Sierra Leone	8 795		8 795	*8 795*	226	354					9 385
Singapore	10		10	-	24						34
Slovakia	279		279	*279*	584				911		1 774
Slovenia	263		263	*263*	55				4 090		4 408
Somalia	901		901	*900*	8 709	2 214	1 000 000				1 011 824
South Africa[15]	36 736		36 736	*7 910*	170 865						207 601
Spain	5 147		5 147	-					20		5 167
Sri Lanka	182		182	*182*	198	2 000	459 567	158 600			620 547
Sudan	222 722		222 722	*146 728*	7 324	130 693	1 250 000	84 834			1 695 573
Suriname	1		1		-		-				1
Swaziland	789		789	*612*	252						1 041
Sweden	75 078		75 078	-	27 723				5 571		108 372
Switzerland	45 653		45 653	-	10 745				80		56 478
Syrian Arab Rep.[12]	1 503 769		1 503 769	*157 439*	5 884	24			300 000		1 809 677
Tajikistan	1 133		1 133	*1 007*	144				249		1 526
TFYR Macedonia	1 164	71	1 235	*1 152*	171				537	454	2 397
Thailand	125 643		125 643	*125 643*	13 484						139 127
Timor-Leste[16]	1		1	*1*	4		62 625	9 965			72 595
Togo	1 328		1 328	*1 328*	132	3 398					4 858
Trinidad and Tobago	22		22	*22*	103						125
Tunisia	101		101	*65*	54	1					156
Turkey	6 956		6 956	*6 956*	5 189	164				306	12 615
Turkmenistan	125		125	*125*	16				8 500		8 641

Country/territory of asylum[1]	REFUGEES					Returned refugees[5]	IDPs protected/ assisted by UNHCR, incl. people in IDP-like situations[6]	Returned IDPs[7]	Stateless persons[8]	Various[9]	Total population of concern
	Refugees[2]	People in refugee-like situations[3]	Total refugees and people in refugee-like situations	*Of whom assisted by UNHCR*	Asylum-seekers (pending cases)[4]						
Uganda[10]	228 959	-	228 959	*223 959*	5 776	6	1 235 992	579 000	-	-	2 049 733
Ukraine	2 277	5 000	7 277	*538*	1 302	-	-	-	58 704	-	67 283
United Arab Emirates	159	-	159	*159*	64	-	-	-	-	-	223
United Kingdom	299 718	-	299 718	-	10 900	-	-	-	205	-	310 823
United Rep. of Tanzania	435 630	-	435 630	*217 396*	308	-	-	-	-	-	435 938
United States	281 219	-	281 219	-	83 884	-	-	-	-	-	365 103
Uruguay	140	-	140	*88*	37	-	-	-	-	-	177
Uzbekistan	1 054	-	1 054	*1 054*	-	6	-	-	6	-	1 066
Vanuatu	1	-	1	-	-	-	-	-	-	-	1
Venezuela (Bol. Rep. of)	907	200 000	200 907	*247*	9 602	5	-	-	-	-	210 514
Viet Nam	2 357	-	2 357	-	-	64	-	-	7 200	-	9 621
Yemen	117 383	-	117 383	*117 383*	717	-	77 000	-	-	-	195 080
Zambia	112 931	-	112 931	*59 340*	28	-	-	-	-	-	112 959
Zimbabwe	3 981	-	3 981	*2 589*	543	-	-	-	-	-	4 524
Various	-	-	-	-	-	38	-	-	-	-	38
Total	9 679 386	1 711 284	11 390 670	*4 500 354*	739 986	730 640	13 740 317	2 070 118	2 937 315	68 615	31 677 661
UNHCR-Bureaux											
Central Africa-Great Lakes	1 100 052	15	1 100 067	*673 610*	21 895	109 371	1 693 797	1 005 000	-	-	3 930 130
East and Horn of Africa	815 176	11	815 187	*733 917*	30 265	132 941	3 485 992	663 834	100 000	-	5 228 219
Southern Africa	181 192	-	181 192	*88 480*	186 761	12 071	-	-	-	473	380 497
Western Africa	174 726	8	174 734	*163 619*	13 352	48 259	709 048	180	-	-	945 573
Asia and Pacific	2 674 157	1 151 018	3 825 175	*2 162 084*	36 788	375 942	793 200	226 577	1 598 655	61 642	6 917 979
Middle East & North Africa (MENA)	2 653 951	67 571	2 721 522	*504 462*	36 912	45 470	2 532 865	166 000	591 083	-	6 093 852
Europe	1 580 212	5 071	1 585 283	*138 255*	251 461	6 520	1 525 415	8 527	647 564	6 500	4 031 270
Americas	499 920	487 590	987 510	*35 927*	162 552	28	3 000 000	-	13	-	4 150 103
Various	-	-	-	-	-	38	-	-	-	-	38
Total	9 679 386	1 711 284	11 390 670	*4 500 354*	739 986	730 640	13 740 317	2 070 118	2 937 315	68 615	31 677 661
UN major regions											
Africa	2 468 795	29 534	2 498 329	*1 782 666*	272 282	302 644	5 888 837	1 669 014	100 074	473	10 731 653
Asia	5 111 664	1 189 089	6 300 753	*2 554 488*	89 253	421 574	4 285 844	392 577	2 193 082	62 379	13 725 462
Europe	1 564 097	5 071	1 569 168	*124 772*	234 197	6 356	565 636	8 527	644 146	5 763	3 033 793
Latin America and the Caribbean	42 960	487 590	530 550	*35 927*	41 155	28	3 000 000	-	13	-	3 571 746
Northern America	456 960	-	456 960	-	121 397	-	-	-	-	-	578 357
Oceania	34 910	-	34 910	*2 501*	1 702	-	-	-	-	-	36 612
Various	-	-	-	-	-	38	-	-	-	-	38
Total	9 679 386	1 711 284	11 390 670	*4 500 354*	739 986	730 640	13 740 317	2 070 118	2 937 315	68 615	31 677 661

Notes

The data are generally provided by Governments, based on their own definitions and methods of data collection.

A dash (-) indicates that the value is zero, not available or not applicable.

[1] Country or territory of asylum or residence.

[2] Persons recognized as refugees under the 1951 UN Convention/1967 Protocol, the 1969 OAU Convention, in accordance with the UNHCR Statute, persons granted a complementary form of protection and those granted temporary protection. In the absence of Government estimates, UNHCR has estimated the refugee population in 24 industrialized countries based on 10 years of individual refugee recognition.

[3] This category is descriptive in nature and includes groups of persons who are outside their country or territory of origin and who face protection risks similar to those of refugees, but for whom refugee status has, for practical or other reasons, not been ascertained.

[4] Persons whose application for asylum or refugee status is pending at any stage in the asylum procedure.

[5] Refugees who have returned to their place of origin during the calendar year. Source: Country of origin and asylum.

[6] Persons who are displaced within their country and to whom UNHCR extends protection and/or assistance. It also includes people in IDP-like situations. This category is descriptive in nature and includes groups of persons who are inside their country of nationality or habitual residence and who face protection risks similar to those of IDPs but who, for practical or other reasons, could not be reported as such.

[7] IDPs protected/assisted by UNHCR who have returned to their place of origin during the calendar year.

[8] Refers to persons who are not considered nationals by any State under the operation of its laws. See table 8 for footnotes.

[9] Refers to individuals who do not necessarily fall directly into any of the other groups but to whom UNHCR may extend its protection and/or assistance services. These activities might be based on humanitarian or other special grounds.

[10] According to the Government of Algeria, there are an estimated 165,000 Sahrawi refugees in the Tindouf camps.

[11] According to the Constitutional Court of Colombia, there are serious discrepancies between the real magnitude of the situation and the figures of the national registration system. In a latest Order of Compliance to the Landmark Judgment on Displacement, the Court cites the Director of the *Agencia Presidencial de Acción Social y la Cooperación Internacional* who acknowledged in public statements that IDP figures in Colombia are close to 3 million (Order of Compliance 218, dated 11 August 2006, related to the Landmark Judgment T-025).

[12] Refugee figures for Iraqis in Jordan and the Syrian Arab Republic are Government estimates.

[13] Although counted as IDPs here (and officially referred to as such by the Montenegrin Government), this population consists of persons displaced from Serbia (Kosovo) who are not being accorded the same rights as Montenegrin citizens in practice.

[14] Total refugee figures for Pakistan include recognized Afghan refugees (1,700), registered Afghans in refugee villages who are assisted by UNHCR (886,700), and registered Afghans outside refugee villages who are living in a "refugee-like" situation (1,147,500). Individuals in all categories have been issued a Proof of Registration Card by the Government of Pakistan. Following the completion of the registration exercise in 2007, those living outside refugee villages are now in the "refugee-like" category. They do not receive direct UNHCR material assistance but they benefit from advocacy and upon return reintegration support.

[15] Asylum-seekers (pending cases) refers to 89,000 undecided cases at first instance (at the end of 2007) and 82,000 in the backlog procedure (at the end of 2006, no update available).

[16] UNHCR's assistance activities for IDPs in Timor-Leste ended in July 2007.

[17] The IDP figure at the end of 2007 represents the remaining IDP population in camps and transit sites. They remain of concern to UNHCR together with those 579,000 who have already returned to their villages.

Source: UNHCR/Governments. Compiled by: UNHCR, FICSS.

Table II. UNHCR EXPENDITURE IN 2007 BY REGIONAL BUREAU AND TYPE OF ASSISTANCE ACTIVITY

Regional Bureau / Country / Territory	Type of Assistance					Support		Total
	Emergency Assistance	Care and Maintenance	Voluntary Repatriation	Local Settlement	Resettlement	Programme Support	Management & Administration	
1. West Africa								
Benin	-	-	-	727.9	15.5	1 031.0	-	1 774.4
Côte d'Ivoire	-	1 925.5	1 765.5	3 067.8	-	1 957.7	-	8 746.5
Gambia	-	-	-	390.9	-	28.5	-	419.4
Ghana	-	1 892.8	1 254.6	1 408.8	1 219.2	3 412.2	-	9 187.5
Guinea	-	1 875.3	364.0	2 028.5	-	3 070.9	-	9 338.7
Liberia	-	912.7	25 829.6	9 371.1	-	4 512.2	-	40 625.6
Nigeria	-	-	581.5	1 444.5	-	1 354.0	-	3 380.0
Senegal	-	-	609.8		43.6	1 677.0	-	2 330.4
Sierra Leone	-	4 826.9	2 014.9	537.9	-	2 422.9	-	9 802.6
Togo	-	-	-	160.3	-	40.0	-	200.3
Regional Activities	-	87.0	643.4	3 451.4	61.9	-	-	4 243.7
sub-total (1)	**-**	**13 520.3**	**33 063.2**	**22 618.9**	**1 340.3**	**19 506.4**	**-**	**90 049.1**
2. East and Horn of Africa								
Djibouti	16.2	2 028.5	102.3	-	1.8	1 004.9	-	3 153.6
Eritrea	-	1 863.5	1 420.9	-	-	625.9	-	3 910.3
Ethiopia	3 695.8	14 417.7	2 853.4	1 341.5	143.4	2 899.1	-	25 350.9
Kenya (incl. regional support hub)	12 260.6	30 958.1	1 729.1	120.6	553.5	7 912.5	-	53 534.4
Somalia	-	573.6	4 967.4	5 843.6	24.9	1 167.2	-	12 576.7
Sudan	1 067.3	8 532.8	56 172.6	4 342.8	139.4	5 324.7	-	75 579.7
Uganda	882.5	843.2	2 255.8	25 328.0	30.6	3 063.9	-	32 402.0
Regional Activities	-	72.7	8.4	-	-	-	-	81.1
sub-total (2)	**17 922.4**	**59 290.1**	**69 510.0**	**36 974.5**	**893.6**	**21 998.1**	**-**	**206 588.8**
3. Central Africa and the Great Lakes								
Burundi	-	2 482.8	19 236.9	-	43.1	3 802.4	-	25 565.2
Cameroon	-	996.7	-	1 812.8	63.1	557.7	-	3 452.4
Central African Republic	422.5	1 610.0	703.0	537.4	-	907.2	-	4 180.0
Chad	-	69 684.1	-	6 106.9	-	6 587.3	-	82 378.4
Congo, Republic of	-	2 717.1	1 753.4	792.0	-	1 691.0	-	6 953.4
Congo, Democratic Republic of the	-	15 349.5	26 061.3	1 353.6	-	5 084.5	-	47 849.1
Gabon	-	-	-	1 569.3	67.8	805.5	-	2 442.6
Rwanda	3.2	5 403.1	254.8	-	31.8	987.7	-	6 680.8
United Republic of Tanzania	-	19 079.3	7 918.1	-	613.4	2 754.8	-	30 365.6
Regional Activities	-	5 933.9	701.4	-	31.9	-	-	6 667.2
sub-total (3)	**425.8**	**123 258.6**	**56 628.9**	**12 172.1**	**871.2**	**23 158.1**	**-**	**216 514.7**
4. Southern Africa								
Angola	-	-	9 554.4	789.1	-	1 729.2	-	12 072.7
Botswana	-	1 867.0	-	-	-	718.0	-	2 574.9
Malawi	-	2 108.0	-	382.4	1.2	628.4	-	3 120.0
Mozambique	-	-	-	2 063.4	17.4	668.1	-	2 748.9
Namibia	-	2 330.1	-	-	-	636.4	-	2 966.5
South Africa	-	-	-	2 453.5	21.7	3 006.3	-	5 481.5
Zambia	-	3 809.2	1 443.5	3 702.9	26.8	1 948.4	-	10 730.7
Zimbabwe	-	-	-	1 385.7	-	465.7	-	1 851.5
Regional Activities	-	654.4	519.1	32.3	125.0	-	-	1 330.7
sub-total (4)	**-**	**10 558.7**	**11 517.0**	**10 809.3**	**192.1**	**9 800.4**	**-**	**42 877.5**
SUB-TOTAL AFRICA (1-4)	**18 348.2**	**206 627.7**	**170 719.1**	**82 574.9**	**3 297.3**	**74 463.1**	**-**	**556 030.1**
5. Middle East and North Africa								
Algeria	-	5 384.4	-	-	-	707.7	-	6 072.1
Egypt	2 303.5	-	252.9	2 706.8	1.5	1 257.2	-	6 521.7
Iraq	28 916.0	-	-	-	-	1 863.1	-	30 779.1
Israel	-	144.5	-	-	-	217.3	-	361.8
Jordan	37 980.0	1 151.9	-	-	32.8	1 496.4	-	40 541.1
Lebanon	3 752.8	1 813.3	-	4 000.6	562.0	1 425.1	-	11 553.8
Libyan Arab Jamahiriya	-	484.2	74.2	-	-	327.9	-	886.3
Mauritania	-	702.3	1 853.8	-	-	429.3	-	2 985.4
Morocco	-	1 090.7	-	-	9.1	275.8	-	1 375.5
Saudi Arabia	108.1	807.1	-	-	-	1 246.9	-	2 162.2
Syrian Arab Republic	52 400.1	1 266.7	-	-	30.1	1 692.6	-	55 389.6
Tunisia	-	327.1	-	-	-	49.8	-	376.9
United Arab Emirates	-	-	-	-	-	590.0	-	590.0
Western Sahara	-	1 812.7	-	-	-	539.2	-	2 351.9
Yemen	935.1	4 579.7	148.7	72.3	21.5	803.0	-	6 560.3
Regional Activities	4 946.8	625.0	-	-	-	-	-	5 571.8
sub-total (5)	**131 262.5**	**20 169.6**	**2 329.7**	**6 779.5**	**657.0**	**12 921.3**	**-**	**174 119.6**
6. Asia and the Pacific								
Afghanistan	-	85.4	65 170.2	-	-	5 074.3	-	70 329.9
Australia and New Zealand	-	540.5	-	-	-	623.7	-	1 164.1
Bangladesh	-	3 575.7	-	-	1.2	421.0	-	3 997.8
Cambodia	-	734.1	-	-	-	336.8	-	1 070.9
China	-	3 385.1	-	-	-	661.4	-	4 046.5
India	-	2 722.0	21.7	-	25.5	989.6	-	3 758.8
Islamic Republic of Iran	632.2	271.3	3 844.4	4 558.6	-	2 656.3	-	11 962.8
Indonesia	-	1 117.7	-	35.1	-	952.0	-	2 104.7
Japan	-	614.6	-	-	-	2 037.6	-	2 652.2
Kazakhstan	-	677.0	-	-	-	932.1	-	1 609.1
Korea, Republic of	-	393.1	-	-	-	392.2	-	785.4
Kyrgyzstan	-	841.7	-	163.9	-	418.0	-	1 423.6
Malaysia	-	2 572.5	-	-	213.6	1 506.3	-	4 292.3
Mongolia	-	202.1	-	-	-	20.0	-	222.1
Myanmar	-	1 094.0	3 923.2	-	-	1 424.4	-	6 441.6

Regional Bureau / Country / Territory	Type of Assistance					Support		Total
	Emergency Assistance	Care and Maintenance	Voluntary Repatriation	Local Settlement	Resettlement	Programme Support	Management & Administration	
Nepal	-	6 890,2	-	246,7	531,1	1 465,6	-	9 133,5
Pakistan	3 247,0	13 838,7	2 191,0	-	17,4	2 648,7	-	21 942,8
Papua New Guinea	-	-	-	80,6	-	323,8	-	404,4
Philippines	-	-	-	152,7	-	40,0	-	192,7
Singapore	-	47,2	-	-	-	-	-	47,2
Sri Lanka	*2 666,0	160,8	-	5 561,8	-	2 253,1	-	20 641,6
Tajikistan	-	475,2	-	-	-	462,6	-	937,8
Thailand	-	11 931,2	-	-	243,8	2 330,0	-	14 505,0
Timor-Leste	-	-	-	819,3	-	118,5	-	937,8
Turkmenistan	-	59,6	-	272,6	-	397,1	-	729,3
Uzbekistan	-	163,6	-	-	-	-	-	163,6
Viet Nam	-	-	-	117,6	-	102,9	-	220,5
Regional Activities	-	28,7	804,6	940,4	-	-	-	1 773,7
sub-total (6)	**16 545,2**	**52 421,8**	**75 955,2**	**12 948,4**	**1 832,5**	**28 567,8**	**-**	**187 491,9**
7. Europe								
Albania	-	329,5	-	-	-	545,6	-	875,1
Armenia	-	-	-	1 380,2	-	560,2	-	1 940,4
Austria	-	-	-	719,0	-	325,9	-	1 044,8
Azerbaijan	-	2 414,1	-	422,1	-	749,8	-	3 586,1
Belarus	-	-	-	1 303,6	-	316,0	-	1 619,5
Belgium	-	-	-	867,9	-	2 512,4	-	3 380,3
Bosnia and Herzegovina	-	6 133,5	-	-	-	1 669,4	-	7 802,9
Bulgaria	-	-	-	525,9	-	432,1	-	958,1
Croatia	-	-	2 783,5	-	-	715,6	-	3 499,1
Cyprus	-	-	-	351,2	-	435,8	-	787,1
Czech Republic	-	-	-	197,1	-	317,3	-	514,3
France	-	-	-	1 475,6	-	1 271,0	-	2 746,6
Georgia	-	71,6	-	4 179,1	-	1 183,2	-	5 433,9
Germany	-	-	-	999,5	-	1 214,1	-	2 213,6
Greece	-	-	-	665,7	-	530,5	-	1 196,2
Hungary	-	-	-	783,6	-	1 307,2	-	2 090,8
Ireland	-	-	-	225,0	-	433,5	-	658,6
Italy	-	88,6	-	1 687,5	-	1 915,3	-	3 691,4
Malta	-	-	-	49,5	-	-	-	49,5
Montenegro	-	1 956,3	-	-	-	563,4	-	2 519,8
Poland	-	-	-	520,5	-	440,8	-	961,3
Portugal	-	-	-	59,4	-	-	-	59,4
Republic of Moldova	-	-	-	339,7	-	312,7	-	652,3
Romania	-	-	-	540,4	-	528,3	-	1 068,6
Russian Federation	-	-	-	11 334,9	-	1 838,4	-	13 173,3
Serbia	-	5 947,4	1 308,1	12 376,1	-	3 982,5	-	23 614,2
Slovakia	-	-	-	377,1	-	134,8	-	511,9
Slovenia	-	-	-	191,5	-	-	-	191,5
Spain	-	-	-	524,3	-	752,2	-	1 276,5
Sweden	-	-	-	868,2	-	1 206,5	-	2 074,7
Switzerland	-	-	-	285,2	-	376,7	-	661,9
The former Yugoslav Rep. of Macedonia	-	2 387,7	-	-	-	862,5	-	3 250,2
Turkey	884,5	-	-	4 213,8	-	2 733,2	-	7 831,5
Ukraine	-	-	-	1 941,9	-	1 169,6	-	3 111,5
United Kingdom	-	-	-	522,5	-	1 160,5	-	1 683,1
Regional Activities	-	-	-	1 113,9	-	-	-	1 113,9
sub-total (7)	**884,5**	**19 328,8**	**4 091,6**	**51 841,9**	**-**	**32 497,1**	**-**	**107 844,0**
8. The Americas								
Argentina Regional Office	52,9	-	-	1 139,9	663,3	881,2	-	2 737,4
Brazil	499,6	-	1,2	1 330,2	798,3	443,6	-	3 072,9
Canada	-	-	-	761,3	1,0	911,7	-	1 673,9
Colombia	-	-	-	11 747,3	-	1 804,2	-	13 551,5
Costa Rica	-	85,0	-	1 307,8	1,0	601,7	-	1 996,5
Cuba	-	198,2	11,9	-	-	-	-	210,1
Ecuador	-	190,0	-	4 252,6	0,5	772,9	-	5 215,9
Mexico Regional Office	-	-	-	1 492,2	0,7	774,9	-	2 267,9
Panama	-	85,2	-	510,0	-	445,3	-	1 040,5
United States of America	-	-	-	1 916,3	1,0	1 863,6	-	3 781,0
Venezuela Regional Office	-	100,0	-	2 483,7	0,5	1 078,8	-	3 662,9
sub-total (8)	**552,5**	**658,4**	**13,2**	**28 941,3**	**1 466,3**	**9 578,0**	**-**	**39 209,7**
9. Global Programmes	13 055,6	18 570,1	36,1	13 246,2	3 929,7	55 401,8	-	104 239,6
10. Headquarters								-
Programme support						75 392,8		75 392,8
Management and administration								-
- Annual Budget fund							51 077,5	51 077,5
- Regular budget fund							37 043,2	37 043,2
sub-total (10)						**75 392,8**	**88 120,8**	**163 513,5**
11. Junior Professional Officers							9 566,0	9 566,0
TOTAL EXPENSES (1 + 11)	**188 649,8**	**317 778,4**	**253 144,9**	**193 833,1**	**18 392,8**	**289 841,8**	**97 686,7**	**1 342 914,3**

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